Executive Summary

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Missouri Department of Transportation

105 West Capitol Avenue Jefferson City, Mo. 65102 1-888-ASK-MODOT www.modot.state.mo.us



For more information, contact the Missouri Department of Transportation, Public Affairs, at (573) 751-2840.

Introduction

This executive summary outlines the Missouri Department of Transportation's work in the fiscal year ending June 30, 2001, to preserve, enhance and support Missouri's transportation system. The details are contained in the department's 2001 Report to the Joint Commission on Transportation Oversight.

The report includes a review of project plans, project status, funding and financial statements. The department retained KPMG LLP, an independent public accounting and auditing firm, to audit the department's financial statements. KPMG reviewed MoDOT's \$1.785 billion in expenditures (including expenditures of other state agencies expended out of the highway fund) from eight various funds with the largest amounts being expended from the highway and road funds.

This is a comprehensive annual report, and the department will gladly provide additional information on its operations, budgeting and project selection upon request.

References are made to sections of the comprehensive report, which is available on the Internet at www.modot.state.mo.us, and at the department's 10 district offices and General Headquarters in Jefferson City.

1. Financial Statements

The information in this section is in accordance with the highlighted portion in the following section of the reporting statute. "2. The department of transportation shall submit a written report prior to November tenth of each year to the governor and every member of the senate and house of representatives which shall contain the following:

- (1) A comprehensive financial report of all funds for the preceding state fiscal year which shall include a report by independent certified public accountants, selected by the commissioner of the office of administration, attesting that the financial statements present fairly the financial position of the department in conformity with generally accepted government accounting principles. This report shall include amounts of:
- (a) State revenues by sources, amounts of federal revenues by source;
- (b) Any other revenues available to the department by source;
- (c) Funds appropriated, the amount the department has budgeted and expended for the following: contracts, right-of-way purchases, preliminary and construction engineering, maintenance operations and administration;
- (d) Total state and federal revenue compared to the revenue estimate in the fifteen-year highway plan as adopted in 1992. All expenditures made by, or on behalf of, the department for personal services including fringe benefits, all categories of expense and equipment, real estate and capital improvements shall be assigned to the categories listed in this subdivision in conformity with generally accepted government accounting principles; ..." Section 21.795.2, (1) RSMo Supp. 1998.

As part of the annual report legislation, MoDOT is required to have its financial data audited by an independent accounting and auditing firm. MoDOT retained KPMG LLP, which reviewed the department's financial statements for the fiscal year that ended June 30, 2001.

The audit encompasses the financial operations of the \$1.785 billion agency responsible for building and maintaining the 32,000-mile state highway system, as well as for planning and distributing funds for the state's aviation, waterways, railroads and transit needs. MoDOT has facilities in every county in the state, and has more than 6,500 employees providing services to the citizens of Missouri.

As with last year's report, the fiscal year 2001 auditor's report contains the unqualified opinion of the auditors that the combined financial statements present fairly, in all material respects, the financial position of the department and the results of its operations and cash flows, in conformity with accounting principles generally accepted in the United States.

Detailed financial information is contained in Section 1 of the Report to the Joint Committee on Transportation Oversight.

2. Program Changes

A. Criteria for Prioritization of Projects

The information in this section is in accordance with the highlighted portion in the following section of the reporting statute. "(2) A detailed explanation of the methods or criteria employed to select construction projects, including a listing of any new or reprioritized projects not mentioned in a previous report, and an explanation as to how the new or reprioritized projects meet the selection methods or criteria; …" Section 21.795.2(2), RSMo Supp. 1998 (emphasis added).

The five-year highway and bridge construction schedule establishes the work to be done in 2002-2006. As each year of the plan is completed, a new year is added. Except for adjustments specified in sections B and C, schedules for the years 2002-2005 are the same as in last year's report.

New roads and bridges will continue to be built, but more emphasis will be on rehabilitation and reconstruction. Projects in the construction program were selected according to safety concerns, traffic needs and public input. Among the specific factors considered are accessibility, connectivity, system use, safety, congestion, and pavement and bridge conditions.

The highway and bridge construction schedule also includes three years of urban projects approved by the St. Louis and Kansas City metropolitan planning organizations. These organizations are responsible for approving highway projects undertaken in their areas.

More information on project prioritization is contained in Section 2.A of the Report to the Joint Committee on Transportation Oversight.

B. Projects in the 2001-2005 Highway and Bridge Construction Schedule That Have Been Reprioritized

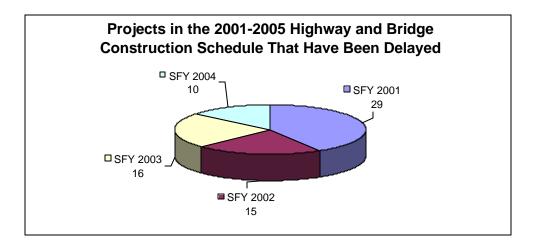
The information in this section is in accordance with the highlighted portion in the following section of the reporting statute. "(2) A detailed explanation of the methods or criteria employed to select construction projects, including a listing of any new or reprioritized projects not mentioned in a previous report, and an explanation as to how the new or reprioritized projects meet the selection methods or criteria; …" Section 21.795.2(2), RSMo Supp.1998 (emphasis added).

This section identifies projects in the 2001-2005 highway and bridge construction schedule that were reprioritized in the 2002-2006 schedule. With multi-year projects, reprioritization is a normal part of the construction process and reflects an effort to manage a schedule as efficiently as possible. Many factors required these changes. A few projects were reprioritized to adjust to unforeseen circumstances or to amend schedules to accommodate changes in environmental review or right of way acquisition. Some project reprioritizations reflect MoDOT's change in focus from expansion to rehabilitation and reconstruction.

Each project in the full report includes an explanation of its change. Many of the projects are urban improvements authorized by the St. Louis and Kansas City metropolitan planning organizations, which approve highway and bridge construction in the two major metropolitan areas. Metropolitan planning organizations plan only three to four years in advance, and urban projects will be added to MoDOT's five-year schedule each year.

Only 10 percent, or 87 projects in the 2001-2005 schedule, were reprioritized (*delayed*, *accelerated and/or removed*). Bond financing allowed for the acceleration of 10 projects, representing 11 percent of the total number of projects reprioritized. Of other projects changed, 11 were moved back one to two months. Five projects were moved up one year as they became higher priorities.

The chart below shows that 70 projects were delayed because of reprioritization. At the same time, 134 projects have been added (see section C).



More information on reprioritization of projects is contained in Section 2.B of the Report to the Joint Committee on Transportation Oversight.

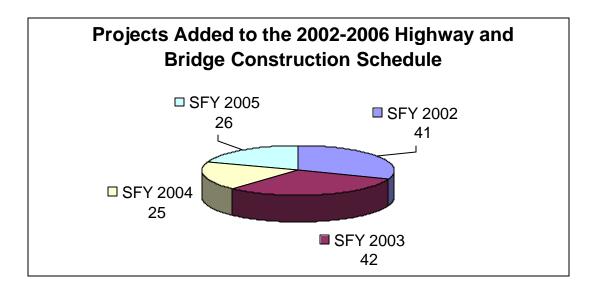
C. Projects Added in the 2002 - 2006 Highway and Construction Schedule

The information in this section is in accordance with the highlighted portion in the following section of the reporting statute. "(2) A detailed explanation of the methods or criteria employed to select construction projects, including a listing of any new or reprioritized projects not mentioned in a previous report, and an explanation as to how the new or reprioritized projects meet the selection methods or criteria; …" Section 21.795.2(2), RSMo Supp. 1998 (emphasis added).

This section lists projects that have been added in the years 2002-2005 of the highway and bridge construction schedule. These projects were identified after the previous schedule was approved.

Each project in the full report includes an explanation for the change. Many of the projects are urban improvements authorized by the St. Louis and Kansas City metropolitan planning organizations, which approve highway and bridge construction in the two cities. Metropolitan planning organizations plan only three to four years in advance. Each year urban projects will be added to MoDOT's five-year schedule. Many of the added projects are safety or rehabilitation and reconstruction projects. MoDOT does not program its money fully in the later years of the five-year program, although it all is assigned to specific categories such as safety or major projects. This allows the department to effectively use its resources and allows it to react to evolving needs that could not have been predicted at the start of the five-year period.

Only 13 percent, or 134 projects, were added to the overall schedule. The chart below illustrates the year in which the projects were added.



More information on additional projects is contained in Section 2.C of the Report to the Joint Committee on Transportation Oversight.

3. Forecast of Planned Expenditures

A. Detailed Work Plan for Five Years (Statewide Transportation Improvement Program)

1. Highway and Bridge Construction Schedule

The information in this section is in accordance with the highlighted portion in the following section of the reporting statute. "(3) The proposed allocation and expenditure of moneys and the proposed work plan for the current fiscal year, at least the next four years, and for any period of time expressed in any public transportation plan approved by either the general assembly or by the voters of Missouri. This proposed allocation and expenditure of moneys shall include the amounts of proposed allocation and expenditure of moneys in each of the categories listed in subdivision (1) of this subsection; …" Section 21.795.2(3), RSMo Supp. 1998 (emphasis added).

MoDOT has a specific plan for highway construction covering the next five years. The plan relies on currently anticipated revenues, and it specifies projects expected to be placed under contract in the years 2002-2006. As each year of the plan is completed, a new year is added. Unlike previous versions, this Statewide Transportation Improvement Program includes other modes of transportation.

The economy, in Missouri as well as the rest of the nation, slowed considerably in FY 2001. Consequently, earlier revenue projections made for FY 2002 were lowered based on the FY 2001 experience. The revised projections are based on a partial economic recovery in FY 2002 with full recovery in FY 2003. Of course, if full recovery is not realized then projections for FY 2003 and forward will be revised.

In 1999 the General Assembly and governor authorized MoDOT to issue state road bonds for highway construction. The authorization of bond financing has enabled MoDOT to increase the construction program by accelerating more than \$650 million worth of construction projects between 2001 and 2003. While MoDOT has been able to increase the construction program using bond financing, the payment of debt service will mean less revenue is available for the future construction program. For example, future construction will be reduced by the payment of \$270 million in debt service between 2002 and 2006.

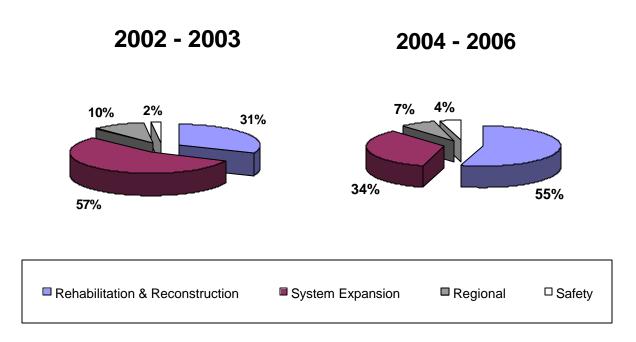
This plan reflects MoDOT's change in philosophy to dedicate more funds to rehabilitation and reconstruction of the \$60 billion highway and bridge asset. This means less money will be dedicated to system expansion, which includes projects like adding new lanes to existing highways or building new highways.

For State Fiscal Years 2002 and 2003, approximately 57 percent of the right of way and construction money is devoted to system expansion, with the remainder allotted to rehabilitation and reconstruction (31 percent), regional priorities (10 percent) and safety projects (2 percent).

Between 2004 and 2006, approximately 34 percent of the right of way and construction money is devoted to system expansion, with the remainder allotted to rehabilitation and reconstruction (55 percent), regional priorities (7 percent) and safety projects (4 percent). The following charts illustrate the increased focus on rehabilitation and reconstruction.

The chart below shows the change in distribution in the 2002-2006 highway and bridge construction schedule. The earlier years, 2002-2003, show the old emphasis on system expansion, based on programming decisions made in earlier construction schedules. Years 2004-2006 reflect the increased emphasis on rehabilitation and reconstruction.

Distribution of Funds



The shift is less obvious when comparing the totals for all years in the last two five-year schedules. It does, however, demonstrate MoDOT's commitment to rehabilitation and reconstruction. The department anticipates the change will become more apparent in subsequent five-year construction schedules.

Although shifting from system expansion to rehabilitation and reconstruction reflects MoDOT's priorities, the department continues to devote considerable resources to expansion. Expansion projects are consistent with established priorities. Many urban-expansion projects are aimed at relieving congestion, while the rural projects focus on completing the corridor projects already underway. MoDOT works closely with its transportation partners to ensure high-priority needs in all parts of the state are reflected in the program.

The needs addressed in the highway and bridge construction schedule include:

- Safety
- Preservation
- Congestion relief
- Connectivity
- Operational efficiency
- Economic development
- Non-motorized options

The plan is balanced, with the amount programmed being less than or equal to the amount available. By keeping allocations less than available funds, all projects scheduled can be completed if the following conditions are met:

- State and federal funding is at assumed levels;
- Environmental requirements are met;
- Legal matters, especially right of way acquisitions and utility relocations, are resolved on a timely basis;
- Metropolitan planning organizations concur on projects in Columbia, Joplin, Kansas City, St. Joseph, St. Louis and Springfield; and
- The Missouri Highways and Transportation Commission and the General Assembly approve projects identified as being advanced through funding with bond financing in 2003.

An inflation factor of 3 percent has been applied to the second, third, fourth and fifth years of the plan.

More information on the highway and bridge construction schedule is contained in Section 3.A.1 of the Report to the Joint Committee on Transportation Oversight.

2. Other Transportation Modes

The information in this section is in accordance with the highlighted portion in the following section of the reporting statute. "(3) The proposed allocation and expenditure of moneys and the proposed work plan for the current fiscal year, at least the next four years, and for any period of time expressed in any public transportation plan approved by either the general assembly or by the voters of Missouri. This proposed allocation and expenditure of money shall include the amounts of proposed allocation and expenditure of moneys in each of the categories listed in subdivision (1) of this subsection; …" Section 21.795.2(3), RSMo Supp. 1998 (emphasis added).

The 2002-2006 Statewide Transportation Improvement Program is the first to include projects for modes other than highways and bridges. The department added aviation, rail, water and transit facilities because they are integral parts of the entire transportation system for which MoDOT is responsible.

More than \$49.11 million in improvements were made with federal and state funds to the state's aviation, rail, water and transit facilities during fiscal year 2001. Funding for the projects came from the federal and state government. This dollar amount does not include local participation. Although these improvements addressed many critical issues, numerous other needs remain important parts of MoDOT's future multimodal programs.

Improvements include \$6.232 million for the state's share of Amtrak funding for operations, advertising and station improvements. Waterways funding included \$454,987 for administrative grants to 12 ports and one port commission, while \$6.1 million was appropriated, but not released by the Governor's Office, for seven improvement projects.

More than \$13.8 million in state and federal aviation funding was provided for improving and maintaining Missouri aviation facilities. Projects included construction of a new general-aviation airport, rehabilitation/expansion of seven runways and 11 airfield-pavement projects.

More than 225 new vehicles were made available to transportation providers. State and federal operating assistance in the amount of \$19.4 million supported more than 70 million passenger trips statewide. Three hundred public-transportation providers, or specialized organizations serving the elderly or disabled, received state aid. Other accomplishments included receiving \$1 million to provide new transportation for job access programs; conclusion of a Springfield-Branson transportation study; and earmarked funding for new facilities for OATS Inc., Southwest Missouri Transportation Service, Inc. and the Jackson County Board of Services.

The information shown under Missouri Transit Funding Summary, FFY 2001-2003 is projected funding for 2002 and 2003. This is based on known TEA-21 funding information. No state funding projections are made since they are dependent on appropriation by the legislature and revenue levels for future years.

While the state has seen gains in its multimodal operations, more significant improvements depend on establishing a more substantial, reliable and consistent funding source for the other modes. It is difficult to accurately forecast improvements in these modes at current funding levels and with only the current funding mechanism.

More information on other transportation modes is contained in Section 3.A.2 of the Report to the Joint Committee on Transportation Oversight.

B. Proposed Allocation of Expenditures for Remainder of 1992 Plan

The information in this section is in accordance with the highlighted portion in the following section of the reporting statute. "(3) The proposed allocation and expenditure of moneys and the proposed work plan for the current fiscal year, at least the next four years, and for any period of time expressed in any public transportation plan approved by either the general assembly or by the voters of Missouri. This proposed allocation and expenditure of moneys shall include the amounts of proposed allocation and expenditure of moneys in each of the categories listed in subdivision (1) of this subsection; …" Section 21.795.2(3), RSMo Supp. 1998 (emphasis added).

The 2001 Proposed Allocation and Expenditure of Moneys for the 1992 15-Year Plan reports that the total funds available to construction for the period 1992-2010 are projected to be \$14.9 billion, as compared to the original 1992 Plan estimate of \$12.6 billion. This larger amount, however, does not cover the increases in costs to complete the 15-Year Plan Projects. The increase in revenue is attributable in part from including incidental income in current revenue, whereas the 1992 projections did not include incidental income as revenue.

Additionally, a revision to Chapter 142, RSMo in 1999 changed the collection point of motor fuel from the distributor to the terminal and a change in Chapter 301, RSMo in 2000 provided a two-year renewal option to owners of motor vehicles licensed for less than 12,000 pounds. These changes created a one-time spike in collections of motor fuel and vehicle licenses during the first full year. The cost to complete projects will exceed funds available, primarily because of inaccurate assumptions for project inflation and project growth in original plan estimates.

In addition, public-involvement processes resulted in increased costs for some projects as MoDOT increased the scope of some projects in response to citizen requests. Also, changes in standards, such as those for pavement and bridges have added to the costs of the plan. Costs associated with right of way purchase and environmental studies increased. Safety enhancements also added to the costs of projects in the 15-Year Plan.

More information on 15-Year Plan funds is contained in Section 3.B of the Report to the Joint Committee on Transportation Oversight.

4. Schedule of Funds Expended by Project for Construction Work in Progress in FY 2001

The information in this section is in accordance with the following section of the reporting statute. "(4) The amounts which were planned, estimated and expended for projects in the state highway and bridge construction program or any other projects relating to other modes of transportation in the preceding state fiscal year and amounts which have been planned, estimated or expended by project for construction work in progress; …" Section 21.795.2(4), RSMo Supp. 1998.

This section compares the original cost estimates with expenditures for highway improvements currently in progress. The figures show MoDOT is practicing good fiscal management and delivering good value for the money taxpayers invest in transportation.

Cost estimates at the time projects appeared on the five-year highway and bridge construction schedule are compared with costs to date of projects that are under contract but have not been completed. Included in the estimate and award costs are costs for preliminary engineering (developing the roadway and bridge plans), right of way, construction engineering (inspecting the project during construction) and construction.

The estimates for all projects in progress total \$1,559,519,000. The contract costs for those projects total \$1,629,732,000. The difference -- \$70,213,000 -- represents an increase of only 4.5 percent. These projects are works in progress and fluctuations in costs are to be expected. For example, in Sections 5 and 6, which compare estimates to actual costs of projects completed in 2001, the comparison shows the actual costs were less than the estimates.

More information on funds for work in progress is contained in Section 4 of the Report to the Joint Committee on Transportation Oversight.

5 and 6. Program Estimates Compared to Costs of Projects Completed in 2001

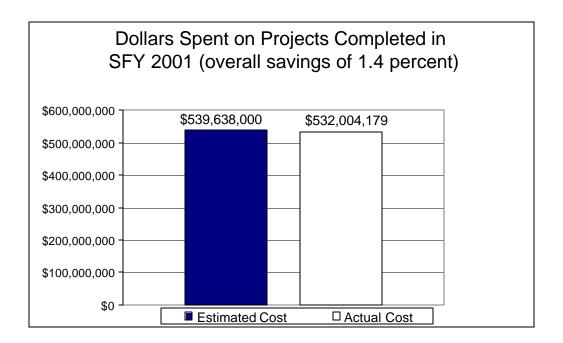
The information in this section is in accordance with the following sections of the reporting statute. "(5) The current status as to completion, by project, of the fifteen-year road and bridge program adopted in 1992. The first written report submitted pursuant to this section shall include the original cost estimate, updated estimate and final completed cost by project. Each written report submitted thereafter shall include the cost estimate at the time the project was placed on the most recent five-year highway and bridge construction plan and the final completed cost by project;

(6) The reasons for cost increases or decreases exceeding five million dollars or ten percent relative to cost estimates and final completed costs for projects in the state highway and bridge construction program or any other projects relating to other modes of transportation completed in the preceding state fiscal year. Cost increases or decreases shall be determined by comparing the cost estimate at the time the project was placed on the most recent five-year highway and bridge construction plan and the final completed cost by project. The reasons shall include the amounts resulting from inflation, department-wide design changes, changes in project scope, federal mandates, or other factors; ..." Section 21.795.2(5) and (6), RSMo Supp. 1998.

This section compares programmed cost estimates and completed costs for the 169 projects completed in 2001. MoDOT's delivery of the five-year program is at or below estimated costs, demonstrating that MoDOT is practicing good fiscal management and delivering good value for taxpayers' investment in transportation. This savings is made possible through cost management programs like value engineering. Through value engineering, MoDOT employees trained in bridge, traffic coordination and highway construction review projects for ways to improve service or provide the same service at reduced costs. Since its start in 1987, the program has saved Missourians more than \$110 million.

Cost estimates at the time projects appeared on the five-year highway and bridge construction schedule are compared with the cost of each project completed in FY 2001. Each project in the full report includes an explanation if there was a difference of more than 10 percent or \$5 million between the cost estimate and the amount spent on the project.

The project estimates for all projects completed in FY 2001 was \$539,638,000. The cost to complete these same projects totaled \$532,004,178.95. This difference, \$7,633,821.05, represents a savings of 1.4 percent.



More information on program estimates is contained in Section 5 and Section 6 of the Report to the Joint Committee on Transportation Oversight.

7. Recommendations for Statutory or Regulatory Changes

The information in this section is in accordance with the following section of the reporting statute. "(7) Specific recommendations for any statutory or regulatory changes necessary for the efficient and effective operation of the department; ..." Section 21.795.2(7), RSMo Supp. 1998.

MoDOT continues to make the state's transportation system safer through construction and rehabilitation of the state road system, increased improvement projects at the state general aviation airports and increased investments in Missouri's transit systems. However, the State of Missouri can no longer ignore the escalating needs for greater investment in its transportation network, needs that far outweigh existing revenues to fund them.

Last year, the General Assembly considered a number of legislative proposals to increase transportation funding, including a plan endorsed by Gov. Bob Holden. These proposals encompassed a wide range of solutions, such as increasing the state's fuel tax, enacting a statewide transportation sales tax, eliminating or limiting the appropriation of highway user revenues to other state departments and increasing vehicle registration fees. MoDOT is committed to working with the Governor's office and the General Assembly in the 2002 legislative session to identify a substantive, legislative proposal to address Missouri's funding predicament.

In addition, MoDOT has identified two key areas in the department's business plan that could be assisted with specified legislative solutions. These areas are:

- 1) Initiatives that promote transportation safety, and
- 2) Proposals to efficiently manage transportation resources.

MoDOT initiatives that promote safety for the users of Missouri's transportation system include prohibiting the possession and consumption of open, alcoholic beverages in motor vehicles and restricting the transport of hazardous loads in tunnels.

Because Missouri did not pass an open-container law during the last federal fiscal year that complied with the federal mandates, MoDOT was required to *transfer* federal-highway construction dollars to highway-safety programs. Last year, the Federal Highway Administration transferred \$5.2 million from construction funds to highway-safety projects implemented by the Department of Public Safety. MoDOT estimates another \$5.2 million will be transferred to highway-safety programs, though a decision has yet to be made on what projects will be funded with the transferred monies. Further, this transfer amount will double to approximately \$10.4 million in October 2002 and continue at that level each year until legislation is passed that complies with the federal law.

The Missouri Highways and Transportation Commission has tentatively approved the design for a tunnel on U.S. Route 67 at the Lambert-St. Louis International Airport Expansion in Bridgeton. Part of the tentative approval involved restricting, to some degree, the transport of hazardous loads in the tunnel. This will be Missouri's first tunnel. Without the restriction, an accident

involving a hazardous load could result in an explosion or hazardous spill in the tunnel. Containment and clean up of this type of spill would be difficult. This could have extreme detrimental impacts on the safety of other motorists in the tunnel and the surrounding community. The legislation would also protect airplanes, passengers and airline personnel traveling on the runway that will be constructed over the tunnel. For these reasons, MoDOT is pursuing statutory restriction on hazardous loads in the new tunnel.

MoDOT will also be promoting legislation to better manage the state's existing transportation resources. The first proposal will improve the state's aviation industry. It would retain current state law requiring the credit of sales taxes from the purchase of aviation jet fuel to the Aviation Trust Fund. It would also require permits to be obtained from the Missouri Highways and Transportation Commission by the owners of tall structures located near airports that pose a safety hazard to air navigation at the airport. The second proposal relating to managing transportation resources would prohibit the sale of vehicles and boats on commuter parking lots. Currently there is no provision prohibiting this practice, the result of which is the loss of available parking for persons wanting to car pool or use the public transit system.

While these are the issues for which MoDOT is specifically requesting General Assembly approval during the 2002 legislative session, there are other legislative proposals that the department has supported in previous sessions and will continue to support if they are brought up for consideration in 2002. These proposals include initiatives to accelerate highway construction, such as authorization for design-build, authority to build and operate toll facilities, and elimination of the 10-mile rule. MoDOT will continue to provide information on these and all transportation-related initiatives in 2002.

More information on recommended statutory or regulatory changes is contained in Section 7 of the Report to the Joint Committee on Transportation Oversight.

8. Expenditures by Source of Funds by District

The information in this section is in accordance with the following section of the reporting statute. "(8) An accounting of the total amount of state, federal and earmarked federal highway funds expended in each district of the department of transportation; and ..." Section 21.795.2(8), RSMo Supp. 1998.

MoDOT is divided into 10 districts that cover the state and work closely with local organizations to provide transportation improvements. Management of statewide issues as well as general guidance, support and leadership are provided by General Headquarters, located in Jefferson City. Districts handle the details of local expenditures and are held accountable for results. For Fiscal Year 2001, a total of \$1.460 billion in state and federal highway funds was spent in those 10 districts and the General Headquarters in Jefferson City. These are cash expenditures and do not include expenditures by other state agencies.

More information on district expenditures is contained in Section 8 of the Report to the Joint Committee on Transportation Oversight.

Compliance with Legislation

To fully comply with reporting statutes, MoDOT has prepared more than 500 pages of documentation. Following is the complete report outline, listed by the section specified in the legislation. The report also is available on the Internet at www.modot.state.mo.us, and at the department's district offices in Chesterfield, Hannibal, Jefferson City, Joplin, Lee's Summit, Macon, St. Joseph, Sikeston, Springfield and Willow Springs.

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